OBJECTIVES AND POLICIES FOR THE FUTURE COMPREHENSIVE PLAN

WEBSTER GROVES, MISSOURI

# OBJECTIVES AND POLICIES FOR THE FUTURE COMPREHENSIVE PLAN

Webster Groves, Missouri

Prepared for City of Webster Groves, Missouri

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# OBJECTIVES AND POLICIES FOR THE FUTURE

# TABLE OF CONTENTS

																			Page
OBJECTIVES AND I	POLICIES	F	OI	2	TH	Œ	F	UI	ľU	RI	3.	•	•			•	•		1
Introduction .		•	•	•	•	•	٠	•	•	78	•	٠						•	1
General Descri	iption		•	•	•	•	•				•			•		•			2
Significant Con	mmunity	Pr	ob	lei	ms	•	•	•	٠	•	•	•	•				•	•	6
Community Ob	jectives		•	•	•	•	•	٠	٠	٠	•	•		•	•	٠	•		7
Community Po	licies		•	٠	•	•	•	•	•	•	•			•		•	•		8
Summary - Pr																			

#### OBJECTIVES AND POLICIES FOR THE FUTURE

Webster Groves, Missouri

#### Introduction

Webster Groves is a fine residential community today because its development has been kept consistent with the objectives of its founders who envisioned just such a community on the rolling, wooded areas near the commuter stations on the railroads leading to downtown St. Louis. When the vast changes of this century of growth are considered, it is remarkable that the city is not a historical curiosity, but instead a very lively, active, thriving community. The many neighborhoods of quiet, tree-shaded streets on which are located the 8,000 or so single-family owner-occupied homes are perhaps more desirable and more valuable now than ever before, indicating that they are filling basic human needs for home and community relatively permanent in nature. These needs are so fundamental as to form a sound basis for future planning.

In a large sense, Webster Groves is a planned community. The first zoning ordinance was passed in 1923 when the city had a population of 11,600. Since that time, planning and zoning have been a major municipal activity. There have been a succession of zoning ordinances and comprehensive plans, all designed so that the city may benefit from the latest and best thinking regarding its future, keeping in mind the fundamental objective - to maintain and enhance residential quality.

Webster Groves is more than a suburb or a city - it is a community. When we speak of "residential quality," we speak of means, not ends, whereby children are born and grow into maturity, where mature people lead full lives, and where old people are a vital and contributing part of life. None of these is accomplished alone; all must be as part of a community and it is only as a setting for this community that the physical city becomes important. Thus, the City Council has undertaken the preparation of this statement of "Objectives and Policies for the Future," covering more than land use, or streets, or taxes—important as each of these might be. This is intended to be an action document—outlining what we should be doing for our community.

The terms "goal" and "objective" are synonymous. Both mean an aim or end—a target. We can measure our progress toward an objective. A "policy" is a course of action leading toward an objective. In this statement, we are concerned with objectives and policies.

The statement contained herein is in no sense a final one; it will be revised from time to time; and participation in the form of comments and suggestions is welcomed. To assist in providing the basis for the proposed

policies, 25 in-depth interviews were conducted with city officials, board and commission members, and citizens. Then, a questionnaire was circulated to all 8,400 homes in the city. About 1,700 have been returned; about three-fourths contained written comments. Cross-checks with the 1970 census indicate that the returns were reasonably representative, the size of families and the age distribution being quite similar to the census. Then, of course, there is a considerable amount of other material and studies that were used as background data.

The statement includes a brief description of Webster Groves, a summary of significant emerging problems, and finally a listing of proposed community objectives and policies.

#### General Description

In the early decades of this century, three commuter-type suburbs developed in St. Louis County - Webster Groves and Kirkwood on the Missouri Pacific and Frisco railroads, and Ferguson on the Wabash Railroad. Certain similar characteristics of the three communities reflect this common heritage.

The city area is 5.6 square miles; the boundaries are generally Deer Creek on the north, Watson Road on the south, Laclede Station Road on the east, and Grant and Berry Roads on the west. The peak population of 28,990 was reached in 1960; there were 8,372 households at that time, with an average household size of 3.46 persons. By 1970, there had been a slight loss in households to 8,349 and in population to 27,455, and the average household size of 3.46 persons. By 1970, there had been a slight loss in households to 8,349 and in population to 27,455, and the average household size was 3.29. Urban renewal programs and construction of Interstate Highway 44 caused the net reduction in dwelling units. Since 1970, there has been a net addition of 28 dwelling units, to a total of 8,337. Assuming a continuation in the reduction of the average household size at the rate experienced between 1960 and 1970, the average household size in 1975 was probably about 3.20 and the 1975 population was about 26,800.

The overall 1975 population density was 4,800 persons per square mile. The average number of dwelling units per acre was 2-1/3.

A little more than 90 percent of the dwelling units are single-family detached, the remainder being two-family homes (two percent) or apartments (eight percent). The vast majority (88.5 percent) of the dwelling units are owner-occupied.

Transportation is now almost entirely by automobile. Except for the three small commercial areas and some limited industrial areas along the north part of the city, the corporate area is residential in nature and is virtually all built up and occupied. Only six percent of the corporate area

was vacant in 1955, the last complete land use survey, and this ratio is now probably three to four percent, about the minimum for a built-up urban area. In 1970, 39 percent of the population was employed, a ratio of 1.3 employed persons per household. While Webster College, Eden Seminary, and the city and school district provide employment in addition to the commercial and industrial areas, it is likely that about 95 percent of the employed residents work outside the city.

#### Relation to Metropolitan Area

Easy and direct access to the other parts of the metropolitan area by automobile is provided over I-44 which connects with the freeway network. A full interchange is provided at Elm Avenue (about the geographic center of the city) and partial interchanges at Laclede Station Road on the eastern edge of the city and at Berry Road on the western edge.

Except for a very small area, across trom the southwest corner of the city, Webster Groves is completely surrounded by other municipalities. It is a part of a very large metropolitan area and of an urban county with the population of St. Louis County approaching 1,000,000. This relationship is a major influence on city development and much of the future of the city depends upon the future of the metropolitan area.

#### Population Characteristics

Population characteristics and trends are similar to those in most other cities in the country. Birth rates are dropping, families are becoming smaller, people are living longer and the elderly are a larger portion of the total population. In Webster Groves, the average household of 3.70 in 1940 is now 3.20 (1975). In 1950, 9.2 percent of the population was less than five years of age and 8.8 above 65. By 1970, the percentage of the very young had dropped to 6.5 and of the elderly increased to 12.0.

The "mix" of family sizes has changed. Between 1960 and 1970, one-person families almost doubled (i.e., went from 667 to 1,145). Two-person families remained about the same while three- and four-person families decreased from 3,237 to 2,870. Large families with five or more persons decreased from 2,004 to 1,735. The 1975 family size "mix" was almost identical to that of 1970, except for an "undercount" of one-person families which may have been caused by differences in definition of what constitutes a one-person family. The 1975 survey showed 1,722 children under five in Webster Groves in comparison with 1,740 in the U.S. Census.

The 1975 survey asked for the age of the "head of household." More than one-third (35 percent) were 60 or over, a little less than one-third were 45-59, 27 percent were 30-44, and seven percent 20-29.

Webster Groves appears to be an island of stability in an ocean of change. In a community where almost everyone is an owner-occupant living

in the same home for decades, the population characteristics are bound to be different.

#### Age Distribution 1970

	Percent	of Total
Age	Webster Groves	United States
Under 5	6.5	8.5
5 - 9	9.3	9.8
9 - 14	11.3	10.2
15 - 34	25.7	29.7
35 - 54	23.9	22.9
55 - 64	11.3	9.0
65 or older	<u>12.0</u>	9.9
	100.0	100.0

Source: U.S. Census, 1970.

These differences cannot be characterized as "good" or "bad" but rather as important human factors, not likely to change very much, which must be given consideration in planning.

While average household income is somewhat higher than either St. Louis County or the St. Louis Metroplitan Area, it exhibits a wide range:

#### Household Income - 1970

Income Group	Webster Groves	St. Louis County	St. Louis  SMSA
Under \$10,000	27.8	32.3	46.3
\$10,000 to \$25,000	61.3	59.3	48.7
\$25,000 to \$50,000	9.2	6.6	4.0
\$50,000 or more	1.7	1.8	1.0
	100.0	100.0	100.0

Source: U.S. Census, 1970.

#### History

When asked in 1975 how long their family had lived in Webster Groves, 40 percent said "more than 20 years." One family reported residence for 120 years. Two-thirds had lived in the city more than 10 years and only four percent less than a year.

Historic development is indicated by the estimated age of the dwelling units in 1975:

	Percent
Less than 10 years of age	2
10 to 25 years of age	31
25 to 35 years of age	18
More than 35 years old	<u>49</u>
	100

Source: Responses to City of Webster Groves Survey, 1975.

#### Traditions

Because of the long history and the stability of the population, a number of traditions and a unique "way of life" have evolved. Much of this is centered around several churches, civic and social organizations, and around the schools, particularly the high school.

#### Character

The original residential areas (most built fairly close to the commuting stations) utilized an irregular gridiron street pattern. The purpose of moving so "far out" was to have plenty of open space and most lots were large with many deep front yards. However, one charming feature was that the front yard depths were varied and houses not always lined up in rows. The site is pleasantly rolling; much of it was wooded and early settlers planted even more trees. As the city grew, as a general rule, the lots became smaller and, while some subdivisions contained large lots and quite expensive homes, others had small lots and modest homes. The development pattern is irregular; there are very few areas of monotonous uniform development. The street pattern of some subdivisions (even quite early ones) was curvilinear; others used straight streets but in informal arrangements.

The subdivisions were arranged within large sectors bounded by major streets, most of which were early county roads. These make up most of today's arterial system—Elm Avenue, Lockwood, Big Bend, Rock Hill Road, Grant Road, Edgar Road, Laclede Station Road are roads of this category. Later in the 1930's Watson Road was built as the route for U.S. 66 along what is now the city's south boundary. Finally during the 1960's, I-44 was built adjacent to the Frisco tracks. I-44 is now a major asset in making the city more accessible.

Some fairly new commercial areas have been built along Watson Road. The others are much older, having been built along with the early residential development. These are at Elm and Big Bend, primarily a neighborhood service area, Old Orchard at Big Bend and Laclede Station Road and the Gore-Lockwood area. For the most part the commercial areas have not maintained their values as have the residential areas, and are obsolete and ugly.

An important aspect of Webster Groves is its institutions and clubs, the public schools, Webster College, Eden Seminary, Algonquin Golf Club, to name a few. These provide open space, examples of fine architecture, and enrich the community culturally.

During the early days of city development, little heed was given to street construction standards or to providing for storm drainage. Narrow and poorly paved streets contributed to a "rural" character or atmosphere and saved development money. This has left real problems for the present generation. The city has acquired and developed a respectable park system, mostly located in the south part of the city, and maintains substantial public buildings—public works center, a city hall and a library.

The sense of community and identity that characterizes Webster Groves is more difficult to describe. While it is partly brought about by the character of the older parts of the city, it is certainly far more than a land use arrangement that has caused it because, in most cases, the physical character of land development does not change much as the city boundaries are crossed. History and tradition have much to do with it. This is probably the most important single aspect of the city today.

#### Significant Community Problems

There are five major interrelated problems confronting Webster Groves:

#### 1. Commercial Deterioration

Commercial area deterioration is a serious problem because the commercial areas were not well planned or built in the first place; developed before the automobile, they have serious problems of access, service and parking; and they are subject to severe competition from nearby modern shopping centers. Fragmented ownerships and lack of substantial economic opportunities inhibit a "natural" private solution. The city for many years did not encourage commercial expansion or growth and has a reputation in the metropolitan area as not being friendly toward commercial development. Fortunately, this attitude is beginning to change. However, public assistance may be needed, and a public welcome must be extended if the commercial areas are to be revitalized. This must be done with a minimum of interference with residential uses and values.

### 2. Cost Squeeze

Without a substantial commercial or industrial sector, the tax base of the city is more and more limited in relation to the increasing costs of providing essential public services such as police and fire protection and replacing the public facilities such as streets, water mains, public buildings, recreation facilities, etc., as these become obsolete. Unless a high standard of appearance is maintained, and an adequate system of public facilities is provided, the residential areas will become less desirable and residential deterioration will be rapid.

Continuation of inflation will affect the proportion of the city population that is living on fixed incomes. One result of this will be less attention to maintenance of their homes and, again, deterioration.

#### 3. Communication and Participation

Part of the sense of community that is such a vital part of Webster Groves comes from the ability of the city government to communicate with all the residents and the development of a feeling that every resident can participate and become personally involved in community decision. While no studies have been made in Webster Groves, studies in other communities indicate that only a small number actually participate. It is possible that the degree of participation and communication should be more widely distributed.

#### 4. Population Characteristics

The securing of a reasonably balanced population in regard to age is essential. To be attractive to young families requires reasonably priced homes, good schools and good recreation facilities. While not a responsibility of the city, the provision of excellent quality of public education is the most important single element in maintaining residential values. This is a key central problem. Fortunately, the problem is generally recognized.

At the same time, elderly families desire to stay in the place where they have spent so much of their life and should be encouraged to do so, yet may not want to, or be able to, stay in the old family home which is likely to be much more suited to a younger family.

#### 5. Metropolitan Relationships

Webster Groves cannot be operated as an isolated city such as Mexico, Missouri, or Jacksonville, Illinois, for example. It is too intimately affected by what happens in St. Louis County, in the metropolitan area, in special districts such as the Webster Groves and other school districts and in adjacent communities. Metropolitan government in the United States is probably 50 years behind the times and the "cost squeeze" may be an impetus for sweeping changes in the future. One way to see that these occur without damage to the sense of community in Webster Groves may be by providing leadership in the greater community. Conditions in adjacent municipalities ultimately affect Webster Groves.

#### Community Objectives

#### General Objective

The overriding objective of Webster Groves remains as it has been —the development and maintenance of a residential community—a community with

a wide variety of age and income groups, a rich resource of cultural and educational facilities with convenient and adequate park and recreation areas, peace, quiet and beauty, a saisfactory standard of public services, and reasonable taxes.

To ensure the perpetuation of this kind of community, we must continue to attract responsible new citizens in competition with other, newer communities nearby. Our city must be in demand as a place to live. Buyers must perceive Webster Groves as "worth" paying more for. Since this group judgment is an evaluation of all the qualities of the city as seen by the public, it is logical to postulate that property values are a reliable index of progress, the ultimate rest of all policy and action.

#### Specific Objectives

Specific objectives for Webster Groves:

- 1. To maintain residential amenities and values at such a high level that, when a house becomes obsolete, it will be remodeled or replaced by a new building on the same site.
- 2. To completely revitalize commercial areas with old structures replaced, more convenient and adequate parking, an outstanding appearance, and a retail dollar volume of business two to three times as large as it is now.
- 3. To maintain efficient public services and to maintain a high standard of public facilities such as streets and parks.
- 4. To communicate with all families in the city at least four times a year in community affairs. All neighborhoods, income groups and races should be encouraged to participate.
- 5. To attract a greater number of young families with children; to provide suitable housing for elderly persons so that they may remain in the city.
- 6. To lead by example in the solution of county-wide and metropolitan problems.
- 7. To maintain one of the best public school systems in St. Louis County.

### Community Policies

Community policies designed to reach the above described goals are listed below:

#### 1. To Maintain Residential Values and Amenities

- A. The zoning ordinance should be maintained with no relaxation of residential standards and with only the most limited provision for any residential use other than single-family homes and these only in the most restricted areas. Stability of the zoning regulations should be secured by a minimum amount of changes of basic provisions. Zoning ordinances for multiple-family dwellings should be constructed so as to encourage high quality construction with rentals well above St. Louis County averages, and owner-occupancy.
- B. The housing ordinance should be uniformly enforced. Every house should be inspected, at least on the outside, each year, in addition to inspections on change of occupancy. There should be a continuing program of public education concerning the ordinance and its enforcement.
- C. Rehabilitation assistance should be extended to property owners desiring to remodel or rehabilitate homes in the form of loans (under the Community Development Act), in the form of design or construction advice by the city staff, and in the form of referrals to inquiring home owners of a list of contractors and home repairmen.
- D. Review by the architectural control board of major remodeling should be undertaken. Special requirements should be placed on "landmark" houses more than 100 years of age.
  - E. Owner-occupancy of homes is to be encouraged.
- F. Continuation of character and style of the residential areas with mixtures of styles and price is desirable when rebuilding occurs.
- G. Apartments or townhouses should be permitted (or encouraged) adjacent to the three commercial areas (Lockwood-Gore, Elm Avenue, and Old Orchard), and of the Webster College or Eden Seminary properties, particularly when the design permits owner-occupancy (i.e., condominiums), and only when the units are adequate in size (1,000 square feet or more) and the project's amenities permit a lifestyle similar to that of other parts of the city.
- H. Annual prizes for remodeling and improving homes or grounds should be given by some type of community organization or by the city.
- I. Maintain city property, thereby setting a high standard for appearance in the city.
  - (1) All "entrances" to the city should be surveyed and a long-range program developed to improve these entrances to a standard appropriate for the Webster community.

- (2) Landscape planting of the MoPac and Frisco Railroad tracks should be initiated and the railroads should be required to provide a suitable level of appearance for their properties.
- (3) City buildings should be reviewed to update and improve their landscaping.
- (4) Trash receptacle containers should be increased in number where trash littering is a problem.
- (5) Neighborhood groups should be encouraged to assume responsibility for maintenance and landscaping of all small park areas.
- (6) A long-range program of curb and sidewalk installation to improve street appearances should be initiated utilizing the project to provide a summer employment for the city's young adults.

#### 2. To Rehabilitate the Commercial Areas

- A. Zoning should be changed to require special permits for all new commercial uses, to limit uses to those of a conforming retail or office use, and to require conformity with appropriate architectural style. The policy of not allowing used car lots except as part of an automobile agency should be continued.
- B. Rebuilding of Old Orchard to provide a community shopping area (with a "junior" department store) through use of the Knights of Columbus property and through use of the Missouri private redevelopment statute should be encouraged.
- C. <u>Development of Lockwood-Gore</u> as the "Old Webster" complex is desirable. By a special permit process only retail, office and service uses harmonious with this plan and program should be allowed.
- D. Elm Avenue business area would continue to provide neighborhood services. Certain adjacent residential uses of less than satisfactory standard should be used for parking. Consideration would be given to a satisfactory program to enlarge this area to the north to provide commercial uses attracted by the I-44-Elm Avenue interchange. First, however, a satisfactory site would have to be assembeld privately
  - E. The city should assist the commercial areas by:
  - (1) Purchasing, improving and maintaining parking areas.
  - (2) Adding street trees and other landscape features.
  - (3) Encouraging the power lines to be placed underground.

- (4) Providing staff assistance in remodeling buildings.
- (5) Providing staff assistance for improvement or merchant associations in the business areas.
- (6) Regulation of traffic and on-street parking.
- (7) Encouraging locally-owned (St. Louis area) business properties.
- F. New sign regulations providing a better appearance, more legibility, and a distinctive character, as well as being more complete, have been enacted.

### 3. To Keep Taxes Reasonable and the Quality of Services High

- A. The tax base should be broadened as much as possible. Increased tax from revitalized commercial areas is one possibility. Return of more state and county taxes on a per-capita basis is another.
- B. Productivity of city staff should be increased to the maximum extent possible.
- C. <u>Volunteer services</u> for certain municipal activities should be used whenever possible.
- D. County, state and federal grants should be obtained whenever possible to assist in financing services or capital improvements.
- E. <u>Maintenance practices</u> should be constantly reviewed and reappraised.
- F. <u>Key city staff members</u> should be sent to occasional meetings and conferences and on investigation trips to make sure that innovative practices are being incorporated locally.
  - G. Street and traffic control policies include:
  - (1) The Laclede Station Road-Murdoch interchange should be modified to add two ramps to make a complete interchange at that location.
  - (2) Major streets should be well paved, this to be done at city or state expense.
  - (3) Minor streets serving only adjacent property should be narrow and indirect. Where major improvement, excluding maintenance of these streets is needed, it should be done only on petition of, and at the expense of, property owners, except for intersections which should be paid for by the city.

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- (4) The street system of each neighborhood should be reviewed as a part of the planning process to make changes that would discourage through traffic on minor streets.
- (5) Traffic control should be arranged to favor traffic on the major streets. Stop and go lights should be installed only at major street intersections, except for those activated to protect pedestrians.
- (6) Bicycle and pedestrian routes should be encouraged among residential areas and interconnect with the parks, schools, cultural facilities and commercial areas.
- (7) Sidewalks should be installed on streets where a pedestrian need is evident at a cost to property owners of \$1 per lineal foot. Property owners shall be responsible for replacement of sidewalks and maintenance, in which case the city will pay for 80 percent of the cost of the installation or replacement.
- H. Park and recreation policies include:
- (1) The existing park system will be completed by finishing Central City Park and Deer Creek Park. A new recreational park should be created in the northeast sector of the city if a suitable site and financing can be found. The Barbre property should be acquired and developed for park purposes.
- (2) A major review should be made of the development and maintenance of all parks to the end that lawn areas be reduced and other means taken to keep maintenance costs as low as possible.
- (3) Recreation programs should be reviewed to make sure they are useful to large sectors of the public and should be designed to be attractive to prospective residents.
- (4) Volunteers shall be used to conduct recreation programs to the maximum extent possible. Some minimum charges may be levied on participants to pay part of recreation program costs.
- I. Water main improvements shall be made as required to maintain the system in accordance with fire underwriters standards.
- J. Fire department equipment shall be kept up to fire underwriters' standards.
- K. Storm drainage improvements shall be installed where need is evident and when the project may be financed with aid from the state, the Metropolitan Sewer District, or the benefited property owners.

- L. Library services shall be maintained as a major community asset.
- M. <u>Cultural facilities</u> shall be encouraged to locate in Webster Groves and the city shall cooperate in every way reasonably possible with those now in the city to insure a successful operation.

#### 4. To Encourage Greater Public Communication and Participation

- A. Recognize the importance of participation as an important community element.
- B. Utilize city boards and commissions to the maximum extent possible. The city government includes a great number of boards and commissions and public participation starts with these. Each should be as representative as possible. Each should have a clear understanding of its duties and responsibilities and of the part it is to play in the functioning of the community, and particularly of its relation to other boards and commissions. Joint meetings of each board or commission and the Council should be held each year. Adequate city staff should be available to allow each board or commission to function efficiently.
- C. Encourage the establishment of neighborhood organizations throughout the city. There are some subdivisions and neighborhoods which have oranizations now. Such organizations should be encouraged. Each should have a program for improvement of its neighborhood area and each such organization should be consulted when major projects affecting its area are being considered.
- D. Establish a "General Federation" possibly composed of representatives of the neighborhood organizations to consider city-wide needs, priorities and programs. Such a federation could sponsor a Webster Groves Foundation which could act as a vehicle to finance certain projects or programs which the city either cannont do legally or which the city could not consider doing financially. The foundation would be financed by gifts, either of a general nature, or gifts solicited for a particular project. Either the federation or the foundation could sponsor the annual contests for home improvement.
- E. Appoint a representative number of younger persons on city boards and commissions.

# 5. To Attract Young Families to the City by:

- A. An advertising campaign including preparation and distribution of a small brochure or booklet on the city and its advantages to young families and installation of new city limit identification signs.
- B. A welcoming program for new families to include at least a booklet explaining city services and activities, as well as opportunities for citizen participation.

- C. <u>Preparation and publication of news releases and feature articles</u> illustrating the features of life in Webster Groves.
- 6. To Participate in solution of County-Wide and Metropolitan Problems
- A. Cooperate with the school district in the formulation of joint programs.
- B. Encourage city officials to be active in the leagues of municipalities and similar organizations and hold regular meetings with officials of adjoining municipalities for consideration of mutual problems.
- C. Work with appropriate state and county officials to see that city residents are adequately represented on all state-wide and county-wide boards and commissions.

#### Summary - Priorities

Because the city does not have enough resources to do everything that needs to be done, choices will have to be made, many of which will be both unpleasant and unpopular. The following principles are to be used to determine the priorities:

- 1. Protection of the safety and health of the citizens comes first. This means that the order of consideration starts with police, then fire protection and equipment, including the water distribution system, then the building and fire inspection system.
- 2. Maintenance of minimum standards of street access and storm drainage comes second because if these would deteriorate to too great a degree, police and fire protection would not be possible.
- 3. Preventing residential deterioration would be a third priority—zoning, housing code, inspection and enforcement, as well as housing improvement programs would be in this category.
- 4. Programs to improve the commercial areas would be fourth.
- 5. Programs to enrich the lives of the residents including parks, recreation, library, bicycle and pedestrian way networks, etc., would be fifth.

Where other considerations are equal, priorities should be in accord with the wishes of the neighborhood where possible. However, the Council is responsible for protection of people and property and even unpopular projects in these categories may have to be approved. Securing public understanding of such matters and public participation in the consideration of the alternatives is to be an integral part of all municipal activities.

# COMPREHENSIVE PLAN

Webster Groves, Missouri

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### COMPREHENSIVE PLAN

### TABLE OF CONTENTS

		Page
COM	IPREHENSIVE PLAN	1
	Introduction	1
	Background for the Plan	1
	Planning Considerations	13
	Objectives of the Plan	16
	Comprehensive Plan	16
	INDEX TO TABLES	
Table		Page
1	Common Indoor and Outdoor Noise Levels and Noise Levels Along I-44	6
2	Standard Measures to Increase Traffic Capacity	29
3	Highway Noise From Edge of Six-Lane Highway	31
	INDEX TO PLATES	
	INDEA TO PLATES	
<u>Plate</u>		Page
1	Land Use - 1975	3
2	Summary of Traffic Counts	7
3	Planning Considerations	9
4	Development Plan - North Webster	11
5	Comprehensive Plan	17
6	Neighborhood Boundaries	21
7	Old Orchard Development Plan	23
8	Lockwood-Gore Area Development Plan	25

#### COMPREHENSIVE PLAN

Webster Groves, Missouri

#### Introduction

This is the latest in the series of comprehensive plans prepared to guide the development of Webster Groves since its first zoning ordinance was passed in 1923 when the city's population was 11,600 persons. Planning and zoning have been consistently used by the city and its people to direct the community's growth toward the agreed upon objective of a fine residential area. The city's founders envisioned just such a community on the rolling, wooded acres near the commuter stations on the railroads leading to downtown St. Louis.

Despite the dramatic changes of the past century, the results of this planning process have been, not a historic curiosity, but a lively, active, thriving community with its many neighborhoods of quiet shaded streets within which live the 8,000 or so families that are Webster Groves. Most all of these live in single-family homes which they own; homes now more desirable and valuable than ever before, indicating that they are filling basic human needs for home and community relatively permanent in nature. The revised city plan looks ahead for another 20 years or so, say until the end of the century; based on our past experience we need not expect any basic changes in these fundamental needs for home and community.

The comprehensive plan deals with the <u>physical</u> arrangement of the city—its land areas, streets, schools, parks and institutions. These are only a part of the community and perhaps not the more important part. The total community is dealt with in the statement "Objectives and Policies for the Future" being currently considered by the City Council. Portions of this statement relating to the physical structure are included herein in a condensed version. The Comprehensive Plan of 1976 is designed to be in keeping with the draft of the entire statement.

#### Background for the Plan

In the early decades of this century, three commuter-type suburbs developed in St. Louis County-Webster Groves and Kirkwood along the Missouri Pacific and Frisco Railroads, and Ferguson on the Wabash Railroad.

When Webster Groves was first founded, one purpose of moving so far out from the center of the city was to have a large lot with a deep setback from the street. Original residential areas utilized an irregular gridiron pattern. A charming feature, still retained, was that houses were not lined up in rows; front yard depths were varied.

Webster Groves has remarkably few areas of monotonous development. The pattern is irregular. As the city grew, lots became smaller and the street pattern more curvilinear. The individual subdivisions were arranged within large sectors bounded by major streets – mostly early county roads. Elm Avenue, Lockwood, Big Bend, Rock Hill Road, Grant Road, Edgar Road, and Laclede Station Road are in this category and these comprise most of today's arterial road system. Watson Raod was built as the route for U.S. 66 in the 1930's, Interstate Highway 44 and Elm Avenue Extension built during the 1960's, and the widening of Laclede Station Road during the 1970's.

While there are fairly new commercial areas along Watson Road, most commercial centers are old, having been established along with the early residential development. The commercial center at Big Bend and Elm is a neighborhood facility; those at Old Orchard and at Gore-Lockwood are primarily community centers. Built to serve an earlier time, these three commercial sections are obsolete and ugly and out of character with the distinguished community they serve.

An important aspect of Webster Groves is its institutions, clubs, churches, the schools, Webster College, Eden Seminary, Algonquin Golf Club, the Loretto-Hilton Repertory Theatre, the Artists' Guild, to mention a few. These provide open space, examples of fine architecture, and cultural enrichment.

Before the advent of municipal subdivision control, streets were frequently provided with a narrow pavement of a poor standard and storm drainage allowed to take care of itself. This saved money and fostered a rural or "country" atmosphere, but left problems for present generations.

The city has acquired and developed a good park system and maintains substantial public buildings - public works center, city hall and library.

#### Land Use

Various annexations brought the city's total land area to 5.6 square miles. Surrounded by incorporated areas, the city's boundaries are not likely to be changed. Generally, these are Deer Creek on the north, Watson Road on the south, Laclede Station Road on the east, and Grant and Berry Roads on the west. (See Plate 1.) The peak population of 28,900 was reached in 1960 when there were 8,372 households – an average household size of 3.46 persons. By 1970, average household size had dropped to 3.29 and there had been a slight decrease in households – to 8,349 occasioned by construction of Interstate Highway 44 and the urban renewal program. Continuation of the trend toward a smaller family would indicate an estimated 1975 population of 26,800 with an average 3.2 persons per household.

The 1975 population density was 4,800 persons per square mile; there was an average of 2.3 households per acre.

Nine-tenths of the dwellings are single-family homes, the remainder being two-family homes (two percent) or apartments (eight percent). An astonishingly high (88.5) percentage of the dwelling units are owner-occupied.

There are several small commercial areas and a limited amount of industrial use mostly along the northern fringes of the city. There are extensive public, educational, and institutional uses but otherwise the entire city is residential and almost all of that single-family residential. Only an estimated four percent of the land area is vacant – about the minimum for a developed urban area.

#### Population Characteristics

Current trends, not unique to Webster Groves, include decreasing birth rates, smaller families, longer life expectancies, and an increasing percentage of the elderly.

While Webster College, Eden Seminary, and the city and school district provide employment in addition to the commercial and industrial areas, it is likely that about 95 percent of the employed residents work outside the city.

#### Transportation

While the Bi-State Transit System provides bus service on a surprisingly large number of routes, patronage of this service is light and transportation almost entirely by private automobile. Easy and direct access to other parts of the metropolitan area is provided over I-44 which connects with the freeway system serving other parts of the metropolitan area. For local transportation and for recreation, the city has been developing a system of bicycle routes.

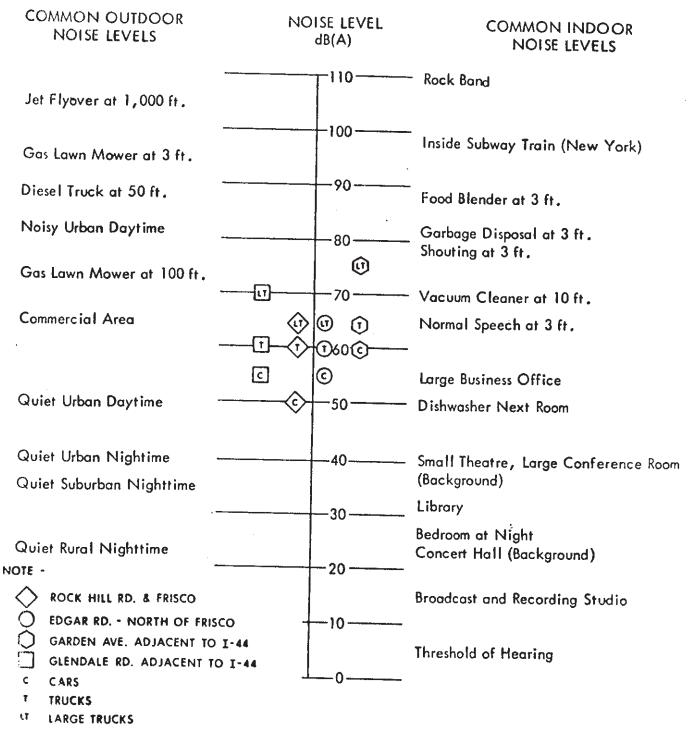
I-44 has a complete interchange with Elm Avenue in the center of Webster Groves. There are partial interchanges with Laclede Station Road near the city's eastern boundary and with Berry Road at the western boundary. While I-44 has helped by greatly improving the access to the greater community, it has adversely affected the residential values near it by the noise and dust generated by the huge volume of traffic - 62,000 per day. (See Table 1.) Noise generated is in excess of that desirable for a residential neighborhood. When the highway was designed, no attempt was made to buffer traffic-generated noise.

I-44 and the improvements to Laclede Station Road have modified traffic flows, increasing volumes on Elm and Laclede Station Road, and decreasing volumes on Watson Road, Big Bend Boulevard and Lockwood. (See Plate 2.) The increases in traffic on Elm have been particularly undesirable because it is almost entirely a residential street. Future traffic impacts will result from new shopping areas immediately beyond the city limits at the extreme northeast and at the extreme southwest.

#### TABLE 1

# COMMON INDOOR AND OUTDOOR NOISE LEVELS AND NOISE LEVELS FOUND ALONG I-44

Webster Groves, Missouri



Source: Guide on Evaluation and Attenuation of Traffic Noise, American Association of State Highway and Transportation Officials, 1974.

FIELD COUNTS IN WEBSTER GROVES MADE IN SURVEY IN FEBRUARY, 1976 BY HARI AND RAPTHOLOGIEM AND ACCOUNTS

#### Planning Considerations

There are a number of considerations (see Plate 3) to be addressed by a revised comprehensive city plan, including:

#### 1. Residential Viability

Webster Groves is a handsome and desirable residential community with property values continuing to increase. A wide variety of building conditions in a single block is frequently found. The continuation of residential viability will depend upon maintenance, rehabilitation, renovation or replacement of existing housing.

Special attention is being given to the North Webster area which is presently under a redevelopment contract with a private redevelopment corporation. (See Plate 4.) Progress on this improvement project has been slow, partially due to economic conditions beyond local control. An early reevaluation of this program is scheduled.

The Northeast Webster neighborhood includes some of the finest housing in the city, as well as some badly in need of improvement. The recently prepared neighborhood plan should assist in directing action to solution of neighborhood problems. A favorable trend is the large number of young families moving into this neighborhood, rehabilitating property and participating in community life.

All residential areas have been helped by enforcement of the housing code.

#### 2. Commercial Viability

The older commercial areas were not as well planned or built as the residential areas. They have serious problems of access, parking and appearance and suffer severe competition from nearby newer shopping centers. Ownership is fragmented, making it difficult to take advantage of the economic opportunities.

For many years, the city discouraged commercial expansion and gained a reputation for not favoring commercial development. However, a public welcome must be extended and public assistance provided if these old commercial areas are to be revitalized.

In the Old Orchard business area, a number of property owners have undertaken building rehabilitation and the city is undertaking a program to increase the off-street parking. There still is some interest in commercial development of the major tract of land in the area and the old Kroger building is an attractive property for retail use. There are some problems which need to be dealt with as revitaliztion of the business area proceeds

including traffic flow, on-street parking, improvement of tenant mix and continued attention to coordination of revitalization efforts is needed.

In the Gore-Lockwood area, the Webster Groves Trade Association was formed to undertake revitalization programs. The Association has been instrumental in the adoption of the Old Webster Store Town Theme, development of a logo and sign improvements.

A revitalization plan is being developed by the Gore-Lockwood Area. In the meantime, many property owners have upgraded their properties by taking individual actions to improve the area. The plan being developed will coordinate individual efforts, as well as dealing with major problems facing the area including market, parking, circulation and appearance.

In the Elm-Big Bend District, some parking has been provided by the city. Its close proximity to the I-44 Interchange gives it an advantage not available to the other older districts. However, the street, lot and land use configurations are such as to make any major expansion difficult and the logical rerouting of Big Bend Boulevard to carry it around rather than through the commercial area was found to be too expensive to be warranted in studies made several years ago.

The Watson Road commercial area consists of the Yorkshire Shopping center and various commercial uses along Watson Road. Generally, these are of good quality and, except for a few cases, have been fairly well related to nearby residential development.

The small commercial area at Summit and Marshall Avenues has difficult economic and physical problems. The Summit-Marshall area needs to be improved to provide essential neighborhood services to the northeast portion of the city. Parking improvements, intersection improvements, and upgrading of properties are all needed.

# 3. Institutional Properties

The city is unusually fortunate to have a large number of public and semi-public institutions with large land holdings, many of which add to the open space of the community, and all of which contribute to its interest and character. However, some of these institutions present development problems.

There have been some adjustments required between Webster College and adjacent land uses and a more detailed plan for the college and its environs could serve a useful purpose for both the city and the college. Any possible means of routing traffic around, instead of through, the campus should be explored.

In the future some institutions may desire to devote their properties to different uses. Any new use should be carefully considered in relation to its

impact on the surrounding neighborhood, as well as to its effect on the longrange general welfare of the city as a whole.

Much of the institutional property in the city is tax exempt. If such a use changes, a change to a taxable status would be desirable.

# 4. Population Characteristics

Webster Groves has housing particularly suited to young families - reasonably priced homes, good schools, recreational and community facilities. Provision of excellent quality public education is the most important single element.

The city has been a single-family residential community throughout its history. Only a few apartments have been built. Families who no longer need or want their single-family home, but who wish to remain in the city have few choices. If a reasonable number of apartments, town houses or condominiums could be built in appropriate locations, the elderly persons or families could move into these, stay in the city, and their houses made available for younger families. A special study of this problem has been made.

# 5. Cost of Public Services

Webster Groves does not have a substantial commercial or industrial tax base. For fiscal year 1975-76, city government was dependent for general fund revenues upon sales tax (20 percent), property taxes (15 percent), and utility taxes (10 percent). Assistance from the Federal Government was equal to 10 percent of the general fund revenues. Costs are increasing in the provision of essential services such as police and fire protection and in replacing streets, water mains, public buildings and recreation facilities as these wear out. There is a limit to countering this trend through increases in operational efficiency. The city has no control at all over some costs. Fore example, for the 1973-74 fiscal year, energy costs (gasoline, oil, gas and electricity) were about \$125,000. For the 1975-76 fiscal year, these had increased to \$177,000.

Unless a high standard of city appearance is maintained and an adequate system of public facilities provided, the residential areas will become less desirable and residential deterioration will be rapid. Insofar as possible, city development should be guided toward assistance in this problem. Healthier commercial areas would produce more sales tax, as well as a greater real estate tax to fund both city and school district needs. Replacement of tax exempt with tax paying property would help also. No final solution is likely; the "cost squeeze" will probably continue.

# Park and Recreation Areas

The Webster Groves park system is outstanding. A wide variety of recreation programs is conducted throughout the year. The park system

totals 116 acres, or approximately five acres per 1,000 persons. These are well distributed throughout the city with Northeast Webster the only quadrant not having a major park conveniently located. In addition, a number of institutional uses provide valuable open space.

Improvements to Deer Creek Park and to Central City Park are underway. The city has applied for matching funds to purchase the former Barbre Property for use as a park.

Problems of recreational and park programs include: (1) finances; (2) operating difficulties with the swimming pool and the skating rink in Memorial Park; (3) possible loss of some semi-public areas to development; (4) need for additional ball fields and provision of additional park facilities for Northeast Webster; and (5) long-range maintenance of park areas and facilities.

# Objectives of the Plan

### General Objectives

The overriding objective remains as it has been - the development and maintenance of a residential community - a community with a wide variety of age and income groups, a rich resource of cultural and educational facilities, with convenient and adequate park and recreation areas, peace, quiet and beauty, a satisfactory standard of public services and reasonable taxes.

# Specific Objectives

- 1. To maintain residential values and amenities at such a high level that existing buildings are well maintained and remodeled and renovated, and that, when a house becomes obsolete, it will be replaced by a new building on the same lot.
- 2. To completely revitalize commercial areas with old structures rehabilitated or replaced with more convenient and ample parking, an outstanding appearance, and a sales volume several times larger than it is now.
- To maintain efficient public services and a high standard of public facilities such as streets and parks.

# Comprehensive Plan

The revised Comprehensive Plan (Plate 5) provides the basic structure of land use, major streets, parks, schools and institutions. It reflects existing conditions, as well as basic decisions made for the disposition of these physical features. It does not depart materially from the plan of 1966. Its value is as an overview and a reference and to provide a basis for more detailed studies of particular problems.

Estimated at 26,800 persons in 1975, the population should remain close to that number throughout the planning period. Decreases in average family size should be slowed by attraction of younger families to the city. Proposals for limited multiple dwelling construction should add a modest number to the total dwelling unit count.

#### Neighborhood Viability

Maintaining neighborhood quality requires a program of constant attention to the activities which over the long run materially affect neighborhood quality:

- 1. Encourage continuation of, or development of, a neighborhood organization or organizations for each neighborhood to maintain close communication and establish common goals with city government. (See Plate 6 for suggested neighborhood boundaries.)
- 2. Encourage the formulation of a neighborhood plan for each neighborhood.
- 3. Finalization of the plan for Northeast Webster and actions following the recommendations of the plan.
- 4. Revision of the North Webster plan, including the financial arrangements followed by continued attention to the area from the city.
- 5. Continued systematic residential housing code enforcement, throughout the city as well as in housing problem areas.
- 6. Continued housing rehabilitation assistance such as that being financed from Community Development Funds.
- 7. Construction of community facility improvements such as streets, sidewalks, curb and gutter, coincident with housing improvement programs.
- 8. Continued identification of, and remedial attention to, environmental factors detracting from the quality of a neighborhood, such as noise, traffic, ugly areas, etc.
- 9. Establishment of an elderly housing program.

#### Commercial Areas

The city plays an important role in the development of the commercial areas. In all of the commercial areas, the city should enforce the non-residential code and provide zoning which will further the development of the

area. In the Old Orchard, Lockwood-Gore, and Big Bend-Elm areas, the city should assist by providing a portion of the required parking. Appearance can be improved by placing wires underground, by extensive landscape planting programs and by improvements to store fronts and backs.

Development of senior citizens' housing in close proximity would strengthen all of the districts.

Old Orchard. Development plans and programs propose a mix of commercial and multi-family development along Big Bend and development of the Knights of Columbus property (or most of it) for retail or officecommercial uses according to development standards. (See Plate 7.) Development and redevelopment in the Old Orchard area should follow a coordinated program involving businessmen in the district as well as the city. Changes in zoning, including use of a planned district and a limited retail district, would be required. Traffic circulation is a problem in the area and improvements will be required in conjunction with any effective redevelopment. If sufficient off-street parking can be provided, on-street parking could be limited and traffic and circulation improved. Poles and wires along Big Bend should be moved; public parking lots and extensive landscape Consideration should be given to undertaking a planting are needed. development plan for Old Orchard similar to that now being done in Gore-Lockwood.

Gore-Lockwood. In the Gore-Lockwood District opportunities exist to make changes that could greatly strengthen the district. There is a mix of commercial and industrial uses throughout much of the district. Industrial uses should be located north of Pacific between Gore and Rock Hill Road. (See Plate 8.) The remainder of the area should eventually be used for retail, commercial, and institutional uses. The parcel between Gore and Allen, north of Lockwood to the railroad track, has opportunities for redevelopment with provision of a defined circulation route and eventual development of stores in the areas presently occupied by industrial uses. The railroad right-of-way should be improved and made attractive with planting, as has been done in many other cities. Parking facilities and extensive landscape planting should be added as well.

Recommendations forthcoming from the Revitalization Plan presently underway will provide a specific and coordinated plan in detail for the city and businesses to undertake and should be incorporated in this plan.

Big Bend-Elm. This business district has also been strengthened materially in the last few years. The city has added some parking and the store owners have generally improved their property. The properties east of Schnucks are considered to be a potential site for commercial development. They should be developed as a unit, not property by property.

#### Land Development

The land use arrangement shown on the Comprehensive Plan continues the present trend of development and redevelopment in the city.

Floodplain, Public and Semi-Public Uses. This open space system forms the framework for the city. It includes the Deer Creek floodplain, I-44 rightof-way, institutional concentrations consisting of Webster College, Eden Seminary and Webster Senior High, the city park system and Webster Groves school system, and churches and other institutional properties throughout the Only a general designation for the Deer Creek and Shady Branch floodplain has been shown. The Federal Insurance Agency is presently undertaking a detailed study to establish flood hazard boundaries and the plan should be adjusted to reflect these boundaries when the study is completed. Public and semi-public uses identified in the previous chapter as possibly subject to development over the planning period are shown to be continued as institutional uses. Where possible, the city may wish to pursue acquiring development rights in return for change in tax status to assure that some of these remain an institutional use. When that is not possible, the best use of the land would be for clustered single-family residences or town house projects which will leave as much of the valuable open space as is possible in its present conditions.

Residential. The residential neighborhoods would remain essentially as they are now. While an occasional new single-family home will be built or a lot redeveloped, most development will consist of rehabilitation of existing housing and strengthening of present single-family residential neighborhoods. In Webster Groves apartment locations are appropriate only: (1) within or near to commercial areas, or (2) in developments of large institutional properties where overall density is not increased and multiple-family uses enable open space to be saved.

Commercial and Industrial. The three major business districts, plus the Watson Road corridor, constitute the major commercial areas. Other small business locations are scattered throughout the city. Industries are in three major districts: (1) north of the Gore-Lockwood business area, along Pacific; (2) the Kirkham Industrial Park; and (3) the Deer Creek industrial area. Where residential areas are not protected from the commercial-industrial areas, a screening program should be initiated.

#### Traffic and Streets

The major street system should carry a high percentage of the total trips in the city. The system has been well defined for many years and few changes are planned. As traffic flow changes occur in the future, appropriate measures should be taken to allow the city to evaluate traffic policies and to enable the city to make logical traffic system engineering decisions.

Streets included on the major street system for Webster Groves are shown on Plate 5 and listed below:

Freeways. I-44 (with full interchange at Elm, proposed full interchange at Laclede Station - Murdoch and partial interchange at Berry Road)

#### **State Arterials**

Watson Road

#### County Arterials

Big Bend Laclede Station Elm-Lockwood to Kirkham

#### **Major Streets**

Lockwood Kirkham – east of Elm South Elm

#### Collectors

Kirkham - west of Elm Marshall Newport Jackson Glendale Grant-Berry Road Rock Hill Road Edgar-Bompart Summit

Of the above major elements of the system, several have been identified as having insufficient capacity to serve traffic needs. A number of techniques, some applicable to Webster Groves, are available. (See Table 2, Standard Traffic Capacity Increase Measures.) These vary from such measures as (1) removal of parking, (2) creation of one-way couples, (3) construction of intersection improvements, and (4) provision of additional lanes. In each situation, individual study needs to be given to proper solution to the problem.

#### Senior Citizens Housing

Additional senior citizens housing has been identified as an important need in the city in order both to provide housing for senior citizens, as well as to bring about a recycling of housing which would permit young families to

#### Table 2

# STANDARD MEASURES TO INCREASE TRAFFIC CAPACITY

1. TRAFFIC CONTROL MEASURES	ADVANTAGES	DISADVANTAGES
A. Limited progressive signal system	Relatively law cost     Ensily installed	Provides minimal increases in capacity     Interconnection desirable
8 (I %)	3. Long-range flexibility	3. Limited flexibility
8. Flexible progressive signal system	Relatively law cost possible     Maximum flexibility possible with computer control     Provides adaptation for flow changes and speeds	<ol> <li>Provides minimal increases in capacity</li> <li>Often difficult to obtain good progression for two-way streets</li> <li>Can be relatively expensive</li> </ol>
C. Off-peak floshing signals	Low cost     Aids cross street during     peak hours     Aids major street during off- peak hours	<ol> <li>Does not aid major street peak hour needs</li> </ol>
D. Volume density contollers	Provides adaptation to flow changes     Most capacity for "as is" conditions	Relatively expensive     Cannot provide gross increases     in capacity
E. Parking restrictions	Low cost     Provides high capacity     increases	Requires strict enforcement     May not add appreciably to intersection capacity
F. Turn restrictions	Low cost     Easily installed     Can effectively increase capacity	<ol> <li>Requires enforcement</li> <li>Shifts the problemdoes not solve it</li> <li>Often only minimal relief provided</li> </ol>
G . Reverse lanes	Low cost possible     Provides high capacity increases	<ol> <li>Requires high degree of public information</li> <li>Can be relatively expensive</li> <li>At least 5 lanes desirable</li> </ol>
Hs. Cherway cauples	1 Low cost 2 Maximum utilization of pavement width possible 3 Easy to obtain progression 4. Provides increased inter- section capacities	<ol> <li>Some circuity</li> <li>Requires a pair of nearby similar streets</li> <li>Streets should be connected at each end of couple</li> </ol>
1. Reverse streets	1. Low cost possible 2. Provides very high capacity increoses when most needed 3. Permits normal two-way operation doring off-peak hours 4. Easy to obtain progression during peak hours 5. Provides increosed intersection capacity 6. Maximum utilization of pavement width possible	<ol> <li>Requires high degree of public information and acceptance</li> <li>Requires special treatment at each terminus; may be expensive</li> <li>Some circuity introduced during peak hours</li> </ol>
II CONSTRUCTION	ADVANTAGES	DISADVANTAGES
A. Intersection treatments	Less costly construction than overall widening     Better utilization of povement widths between blacks     Feduces right-of-way requirements between major intersections	May not permit desirable aperating speeds between intersections     On wider streets calls for very large intersection areas     Can have limited effectiveness
8. Widening	Can provide large capacity increases     Can permit desirable oper-	1. Most costly means
	ating speeds between inter- sections	2. Aesthetics

COGFCE: Harland Burtholomaw and Associates

move into the community. The only senior citizens housing that can be built by the private sector in today's economy and following Webster Groves' policies and regulations is housing for the upper income and upper-middle income elderly. To provide housing for the other income levels of senior citizens will require relaxation of floor area standards for senior citizens housing, permitting a higher density for senior citizens projects, government housing assitance, and possibly city participation in reducing land costs. Appropriate sites for either are limited in number.

#### I-44 Noise

The noise pollution problem along I-44 will be helped by the enforcement of noise standards for trucks manufactured after October, 1975. However, there are major stretches of I-44 which could be further helped by berms and walls. Funds are available for the State Highway Commission to prepare noise abatement plans and construct improvements (90 percent federal money). The city should urge the Commission to undertake such a program. (See Table 3.)

#### Parks and Open Space

The major elements of the open space system for the city, in addition to parks, are the floodplains, the railroad right-of-way, the interstate right-of-way, and the school grounds and institutional uses.

Overall, the city park lands closely approximate the accepted standard of five acres per 1,000 population for local parks. No major park land additions appear to be required to serve the city. However, the city should prepare a Master Plan for its park system, its facilities, programs and operation and maintenance. Until this is completed, the city should emphasize expansion and upgrading of facilities in existing park lands and development of operation and maintenance programs which would reduce these costs and yet continue to provide high quality recreation areas. The acquisition and development of Barbre Park should be completed and schools and institutional lands should continue to be used on a cooperative basis where required.

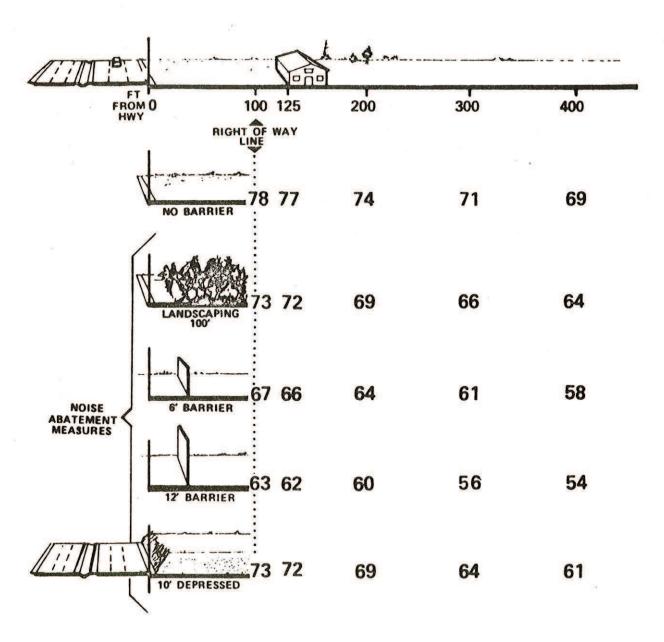
In terms of distribution, the major deficiency of park land is in northeast Webster where parks have been developed on the fringes of the neighborhood rather than centrally located. It does not appear possible to develop a centrally located park in northeast Webster, therefore, the plan calls for expansion of Barnickle Park and Deer Creek Park and utilization of recreational fields on institutional properties by agreement.

Several areas could use further investigation including: (1) better ways to use existing parks, (2) improved maintenance of existing parks, and (3) improved planting in park areas.

Table 3

# HIGHWAY NOISE FROM EDGE OF SIX - LANE HIGHWAY

TRAFFIC: 8,000 VEHICLES PER HOUR, 5% TRUCKS, 53 M.P.H.



From "Noise Standards for Federal Highways"
H. M. Rupert, U.S. Department of Transportation,
Federal Highway Administration

#### Revised Zoning Regulations

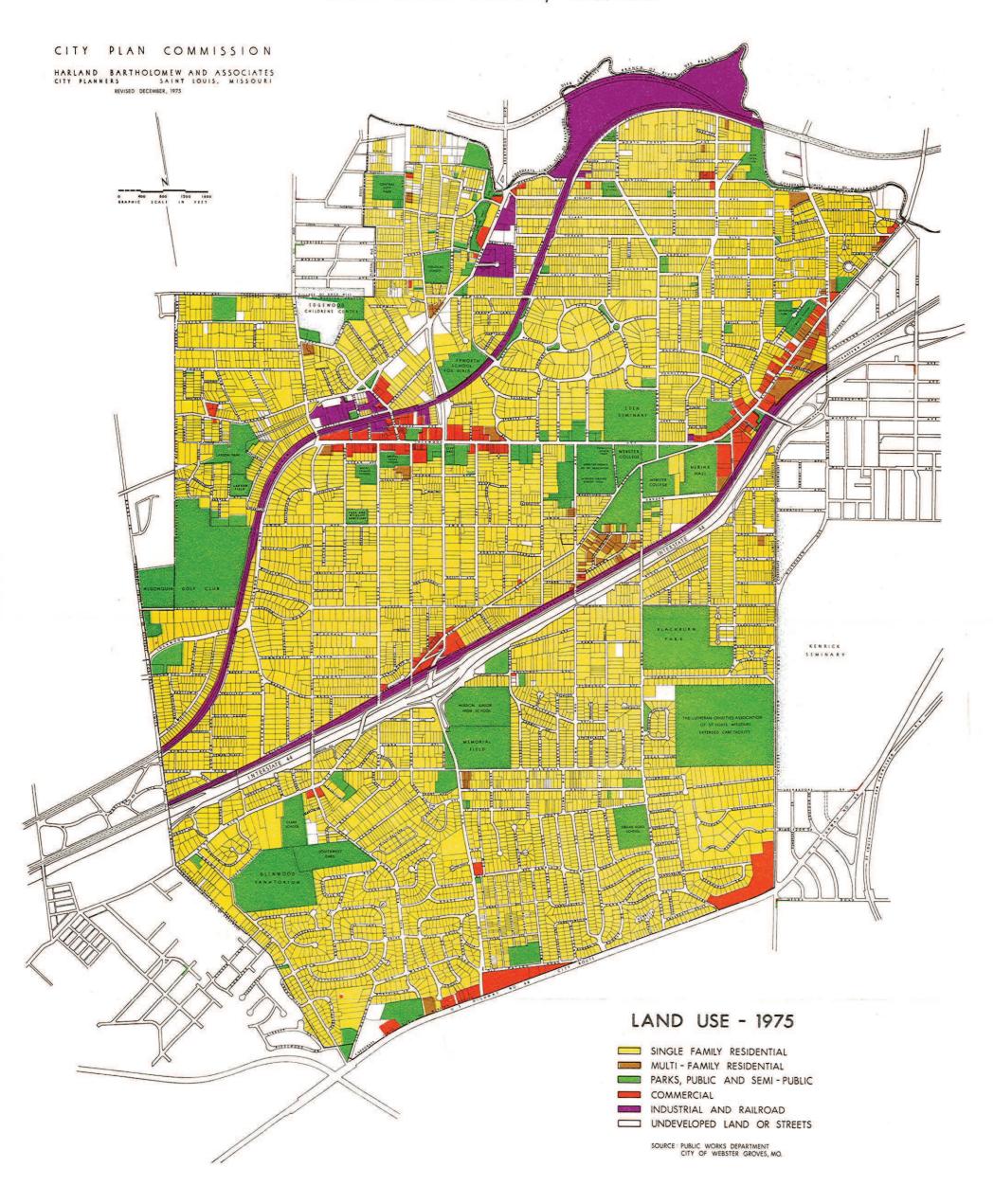
With the approval of the policy statement and the revised comprehensive Plan, final decisions should be made on the draft of regulations now under consideration, and the revised zoning ordinance adopted. In general, the proposed new zoning ordinance consolidates and simplifies the present regulations which have had a number of amendments in recent years. In the interest of clarity, the format is reorganized and details of the regulations reworded. In very large part, the substantive regulations are the same.

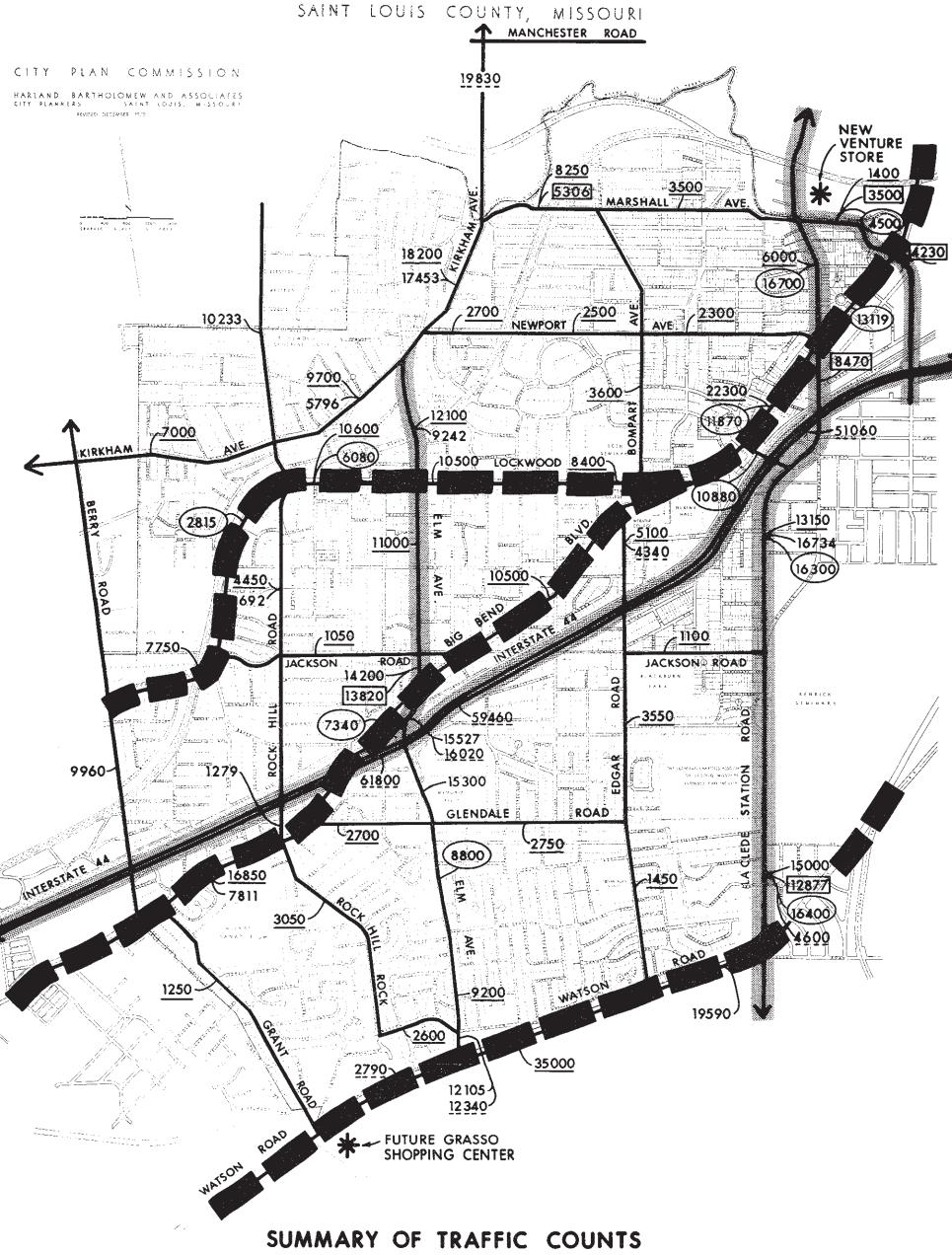
### Financing and Capital Improvement Program

Policies which improve the tax base or sales tax revenue and which are in conformance with other city objectives should continue. Although important, these opportunities are relatively limited. The more important aspect of finances in the next decade will be determining the relative level of services the city should and/or can financially provide. Productivity improvements are important, but all budgetary considerations eventually return to the question of what level of service relative to cost do the residents of Webster Groves wish both now and in the future.

Over the next 20 years, the city should continually work to enlarge and broaden the capital expenditure program. Fortunately, some assistance in capital expenditures is being received from the city's participation in the federally funded Community Development Program administered through St. Louis County.

SAINT LOUIS COUNTY, MISSOURI





2000 VOORHEES STUDY - 1972

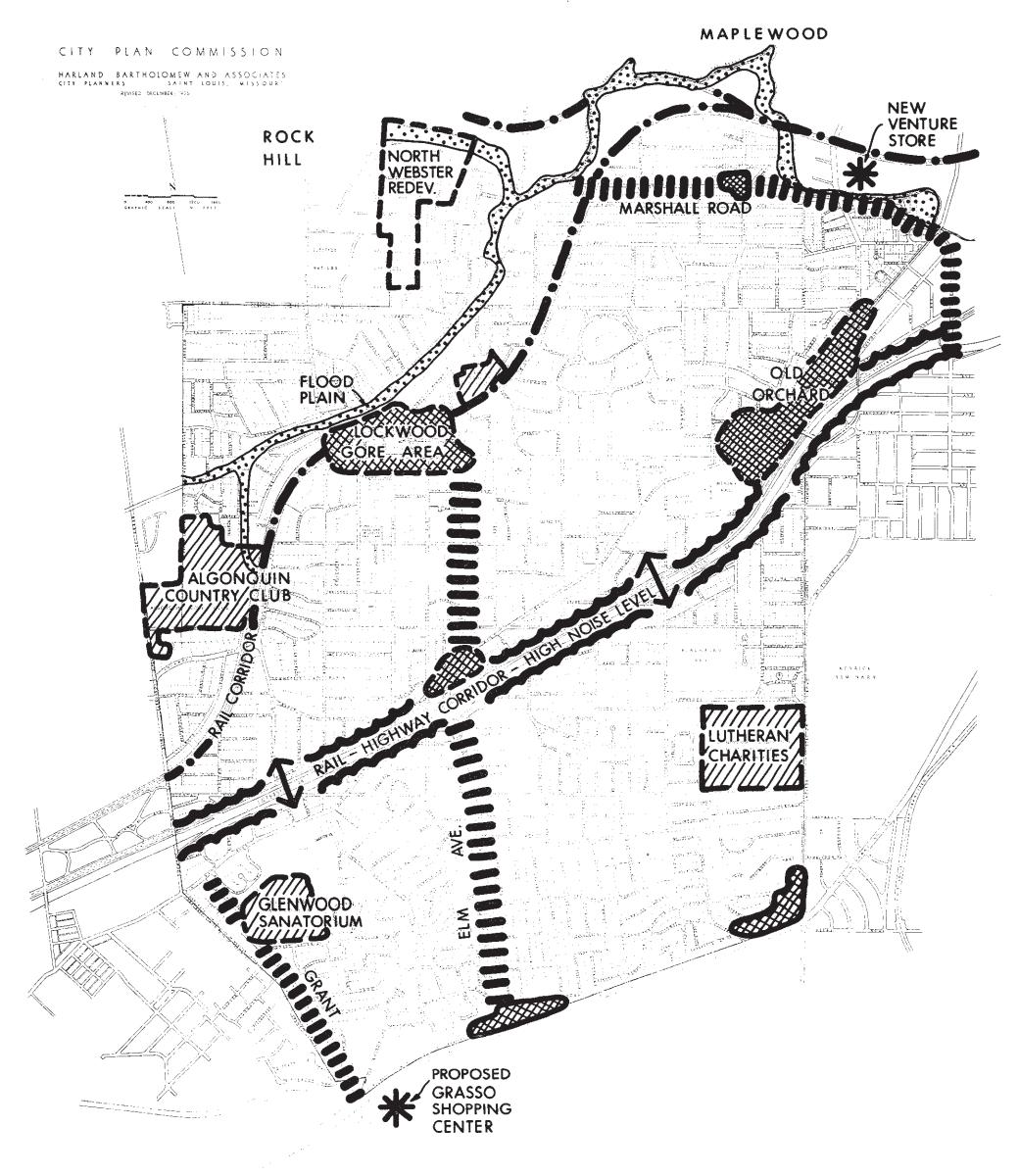
2000 ST. LOUIS COUNTY - 1973

2000 ST. LOUIS COUNTY - 1974 (2000) ST. LOUIS COUNTY - 1975

2000 STATE OF MISSOURI 1975 - 1976

GAIN IN TRAFFIC VOLUME

SAINT LOUIS COUNTY, MISSOURI



# PLANNING CONSIDERATIONS



PUBLIC AND SEMI-PUBLIC USES SUBJECT TO DEVELOPMENT PRESSURES

NOISE POLLUTION

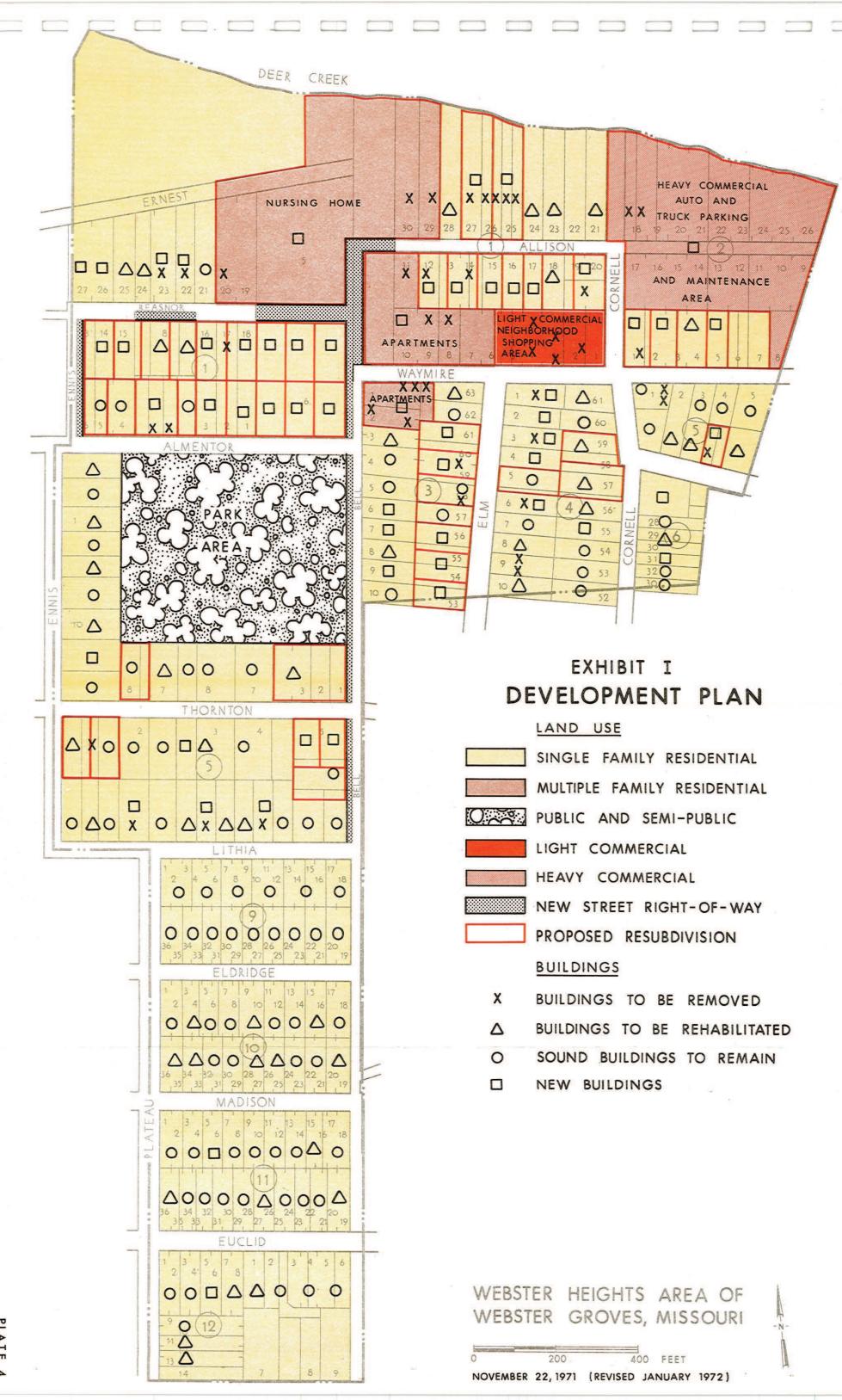


MAJOR COMMERCIAL CONCENTRATION

FLOOD PLAIN

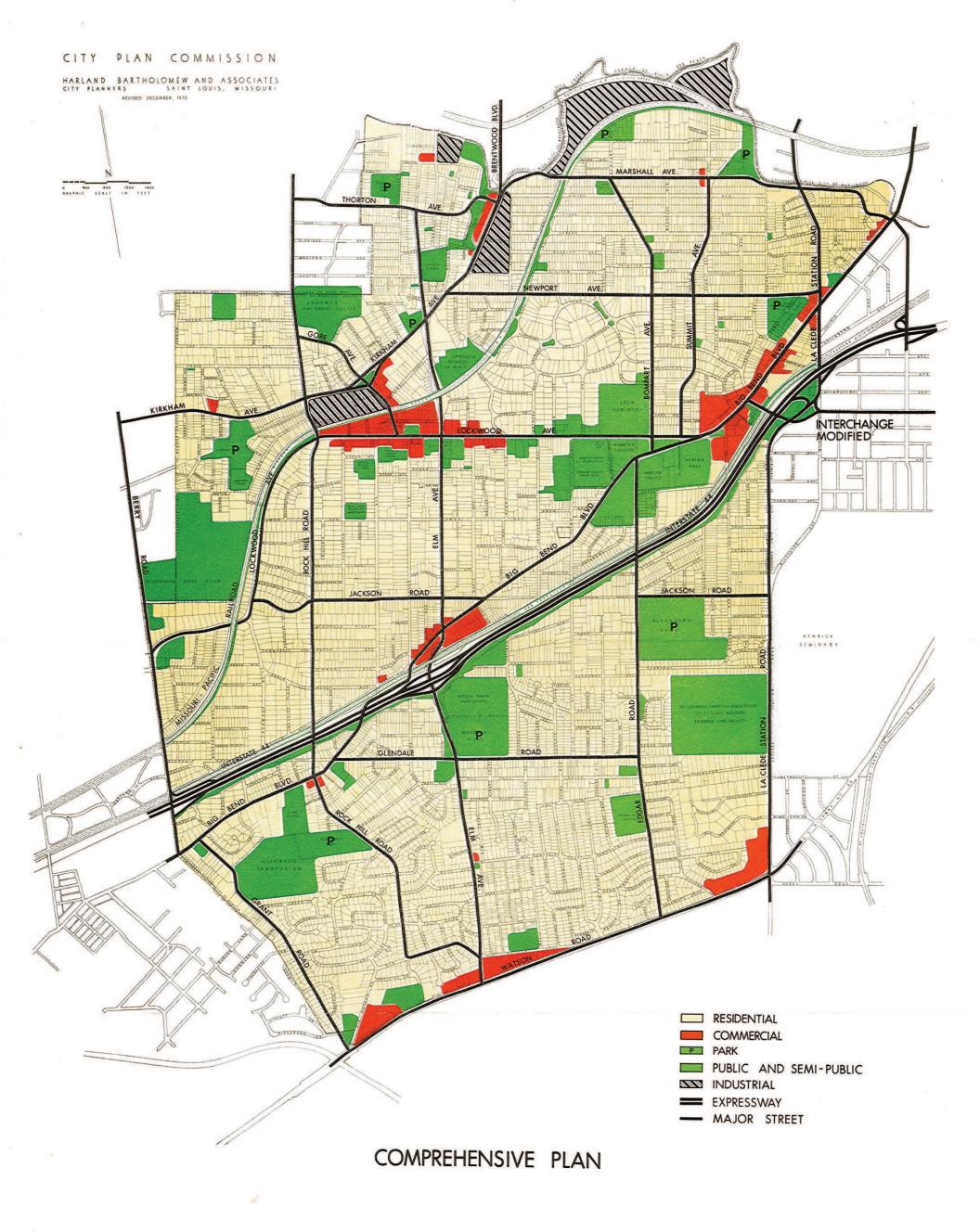
KEY STREET WITH HIGH TRAFFIC IMPACT

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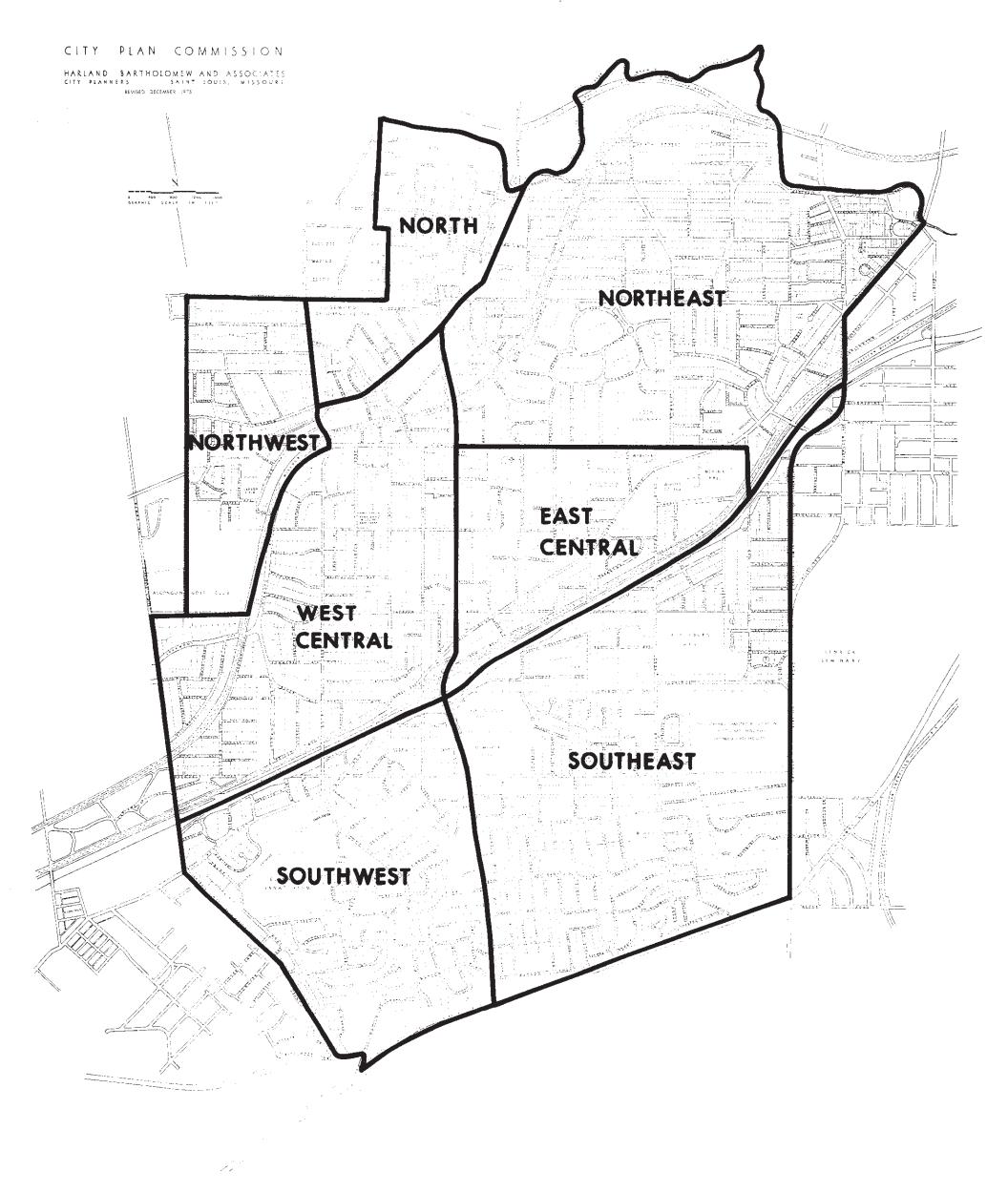


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SAINT LOUIS COUNTY, MISSOURI



SAINT LOUIS COUNTY, MISSOURI



NEIGHBORHOOD BOUNDARIES

